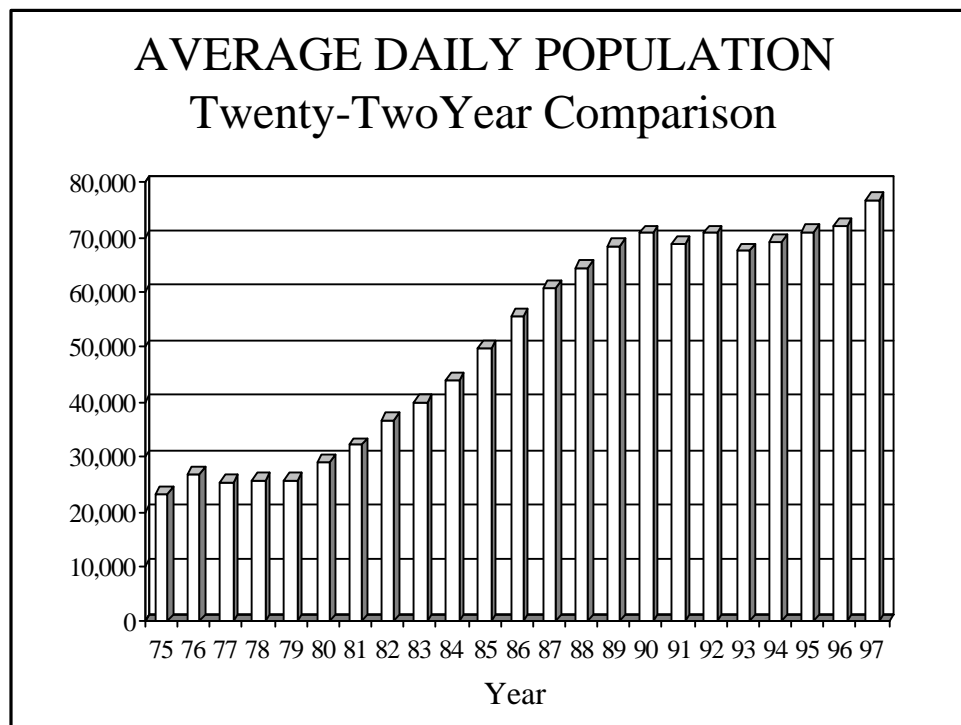


1997 JAIL PROFILE SURVEY RESULTS

Average Daily Population (ADP)

The ADP peaked in 1990 at 70,845 inmates. The next year, the ADP decreased to about 70,000 and in 1993, the ADP decreased to 67,576. After the rapid increase in ADP in the 1980's, it appeared the brakes went on in terms of jail population growth. There were several possible explanations. The most likely was that jails, already crowded by 1990, reached their capacity limits preventing further ADP increases. Another explanation involves the poor condition of the California economy. The number of available jail beds in California was actually on the decline in the early 1990's due to: a) facility closures resulting from financial difficulties; and b) the inability to open newly constructed facilities because of the lack of resources.

CHART I



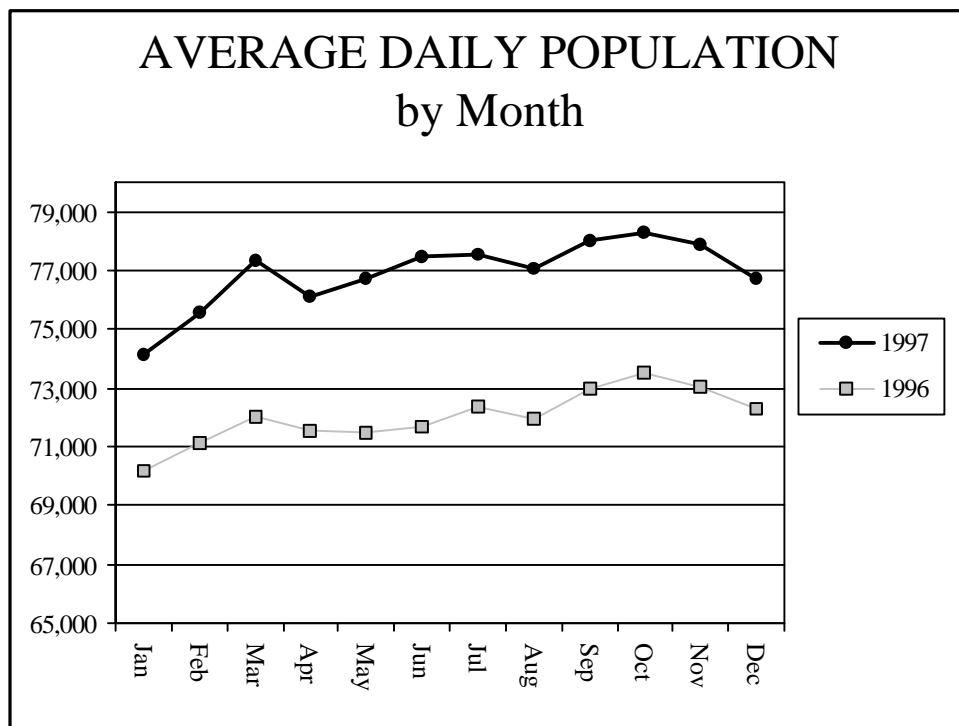
Nevertheless, since 1993, the ADP has increased each year, reaching an all-time high of 77,633 in the last quarter of 1997. Is this the prelude to another sizable increase in jail populations? Probably not. The jail space does not exist. A more likely explanation is that the improved California economy has made resources available for putting more beds online. Our best guess is that the practical limit of jail capacity increased by about 9,000 beds in the last 5 years. However, there are no plans on the drawing boards for significant increases in jail space.

As the chart on the previous page shows, ADP was quite stable in the middle to late 1970's. Starting in 1980, there was a period of enormous growth in the jail population. The 1975 ADP was 23,320. By 1990, the ADP had tripled to 70,845. Between 1990 and 1996, the ADP was as stable as in the 1970's. However in 1997, the ADP increased by almost 5,000 inmates, the biggest increase since the 1980's.

ADP by Month

In 1996, we had our first opportunity to look at how ADP varies from month to month. There were a number of possibilities: a) no significant variation from month to month, b) random variation; and c) reliable variation. The 1996 data showed there was, indeed, variation from month to month. The low month was January (ADP of 70,183), and the high month was October (ADP of 73,511). The high month was 5% higher than the low month. The high month was also about 1,500 inmates higher than the 1996 ADP.

CHART II



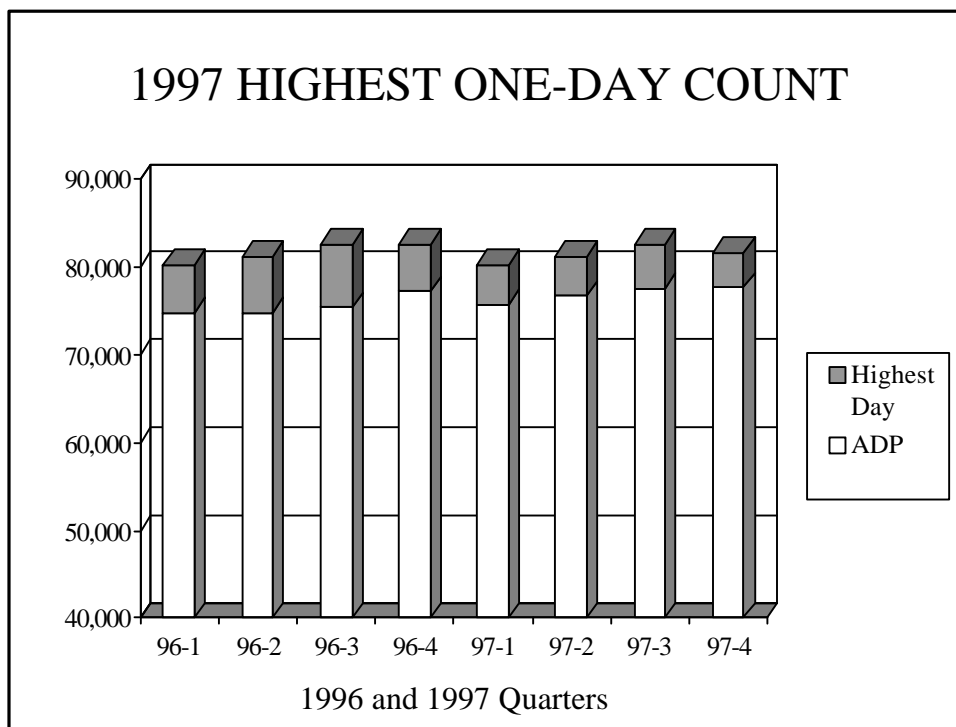
We had to wait until 1997 to determine whether or not there was reliable monthly variation. Chart II shows the results. As the reader can see, the pattern of variation from month to month during calendar years 1996 and 1997 was very similar. It is reasonable to assume this pattern will continue in future years since the degree of correlation between 1996 and 1997 could have occurred by chance less than 1 in 10,000 times.

Again in 1997, January had the lowest ADP and October the highest. In terms of a general trend, the ADP starts out low in January, rises gradually throughout the year until October, and then declines in November and December down to the next January low point.

Highest One-Day Count

Each month, the 63 local jail jurisdictions record data regarding the highest day's population during the reporting month. The highest one-day count figures are added together to produce a total for the state. The highest one-day is from 5% to 7% higher than the ADP. This number is actually a more accurate indicator of the jail system needs than the ADP. To adequately manage jail populations, jail systems must have a capacity between 5% and 7% greater than would accommodate an average population in order to adequately house a peak population.

CHART III

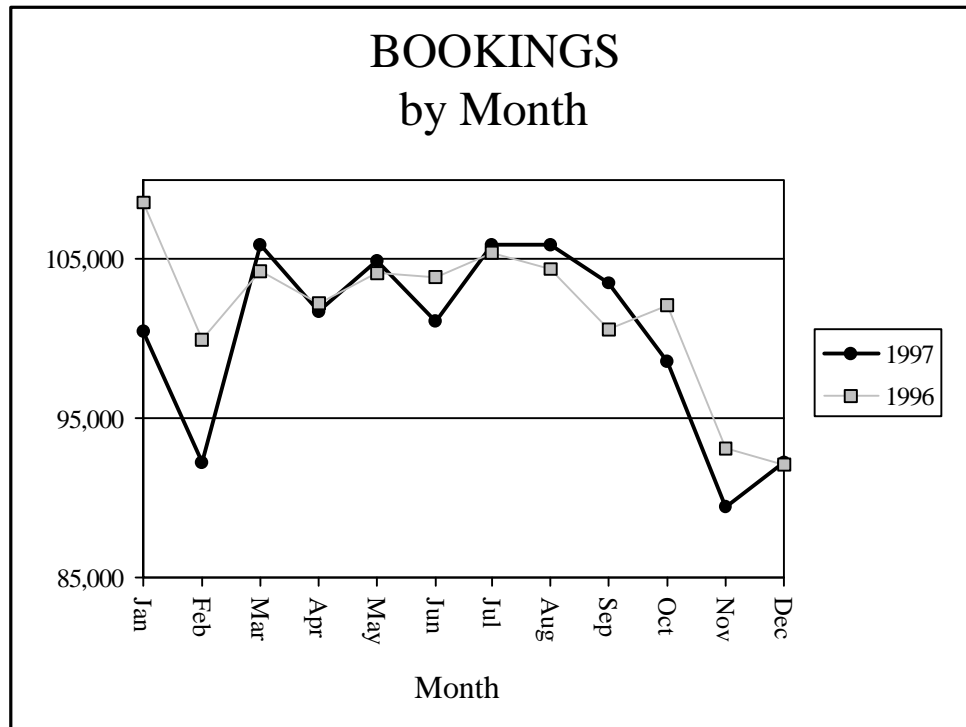


As the chart indicates, the difference between the average population and the highest one-day population is fairly constant from month to month.

Bookings by Month

The bookings referred to in this section are bookings into Type II, III, and IV facilities; therefore, any conclusions about bookings are restricted to those types of facilities. We know, based on a recent Type I survey, that over 100,000 people per quarter and over 400,000 per year are booked into Type I facilities.

CHART IV



Bookings per month vary considerably from month to month (approximately a 16,000 bookings per month difference between the highest and lowest months for both 1996 and 1997). As the chart shows, the bookings in November, December, and February were lower than the bookings in the rest of the months of the year for both 1996 and 1997. In addition, the pattern of increases and decreases from month to month for 1996 and 1997 were very similar.

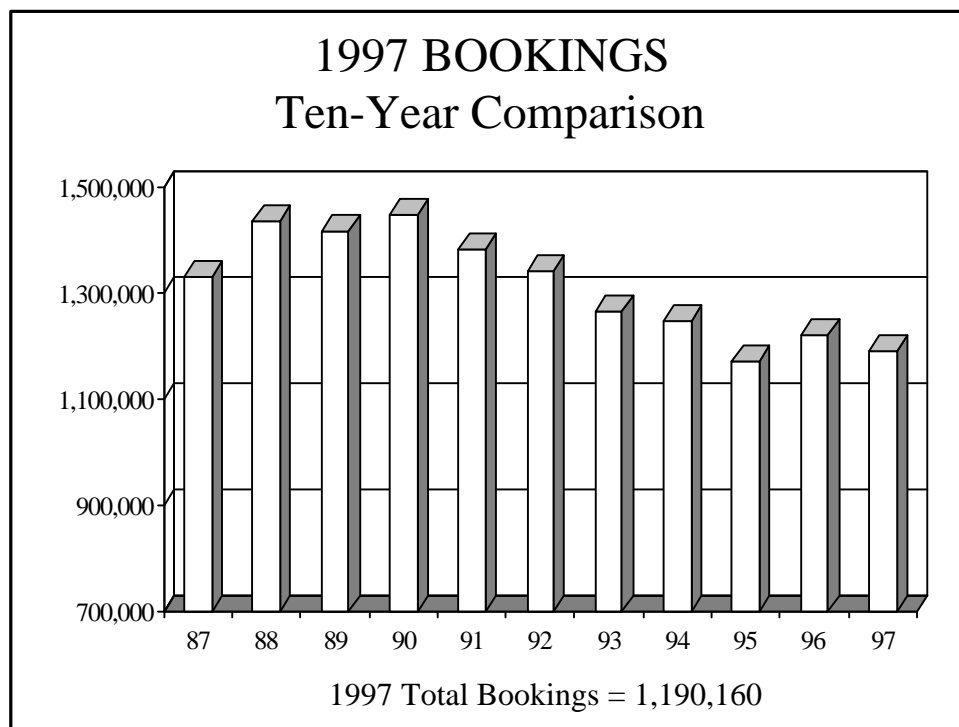
Based upon the two years of data that we now have, there is a reliable month-to-month variation in the number of bookings. There are about two chances in 1,000 of the patterns being this similar from year to year by chance alone. Hopefully, the knowledge of these patterns can assist us in planning for the operation of efficient jail systems.

1997 Bookings

Bookings peaked between 1989 and 1990 at about 1,400,000 per year. Since 1990, the number of bookings has gradually declined. The 1997 number of bookings was 1,190,160.

This decline could be the result of lower resources in law enforcement, the increased emphasis on big cases, the advent of booking fees, the increased citing out and early releases due to lack of jail space, and possibly the increased emphasis on community policing and local resolution of minor altercations.

CHART V

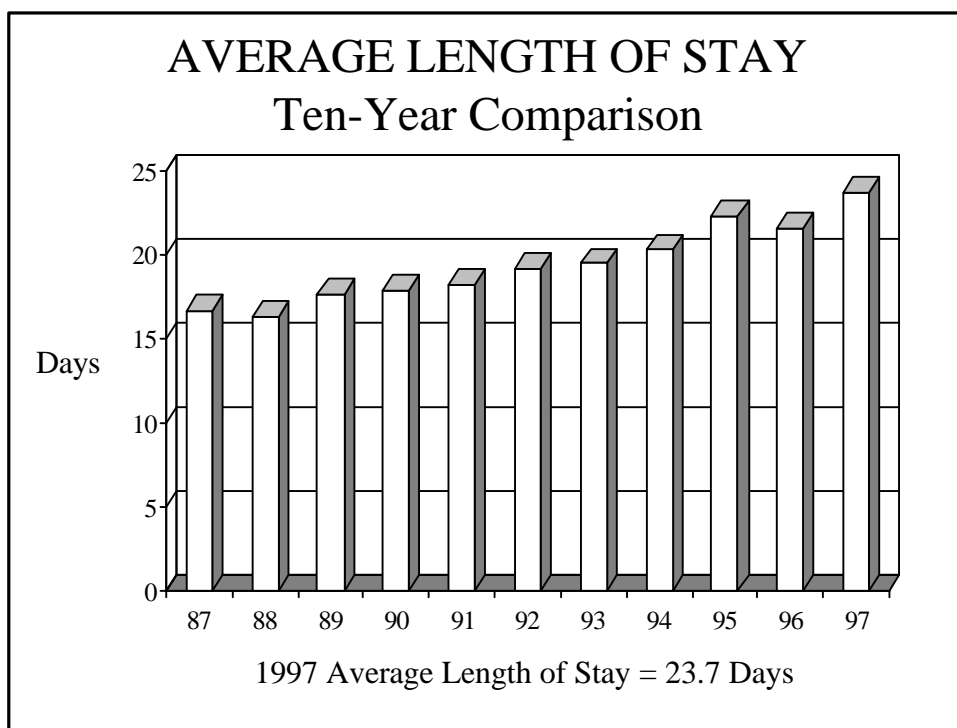


It is interesting that with the decline in bookings from 1993, there has been a steady increase in the ADP.

Average Length of Stay

There has been a steady increase in the Average Length of Stay since we began collecting jail data. In 1987, the Average Length of Stay was 16.7 days, and in 1997 it was 23.7 days. This is clearly one reason why the ADP has increased at the same time that bookings decreased.

CHART VI



If there are 1.2 million bookings per year, and the Average Length of Stay increases by one day per year, then each year we would have to increase our bed-days capacity by 1.2 million. Since there were, on average, 77,000 beds occupied each day for the 365 days in 1997, the California jail system provided 28 million bed days last year. A 1.2 million bed day increase next year would be a 4.3% capacity increase.

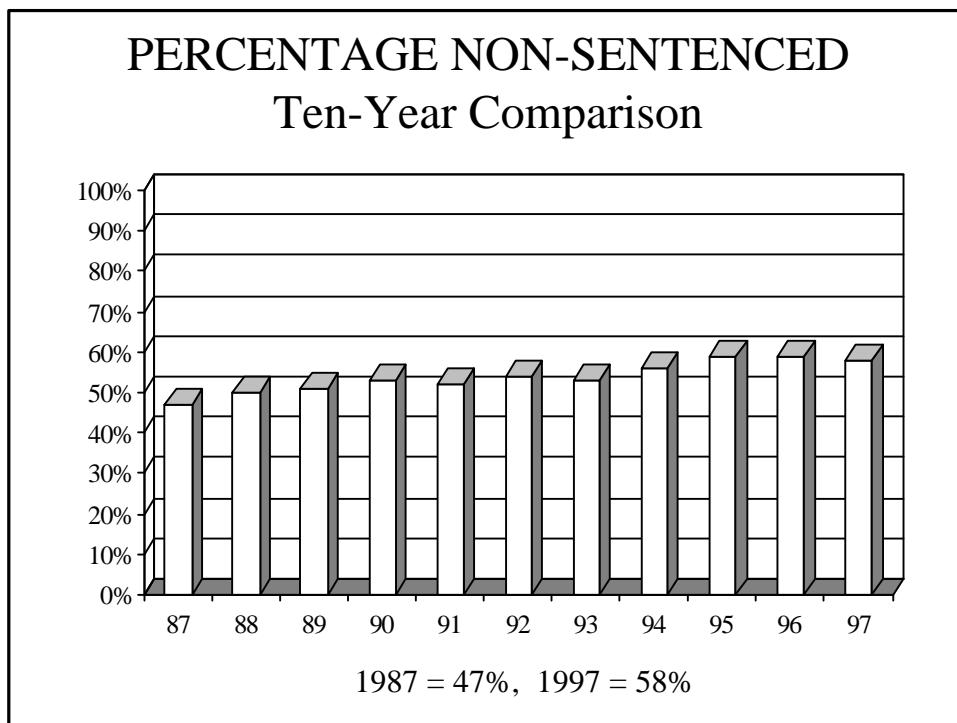
The Average Length of Stay increased by seven days in the last ten years. A seven-day increase for 1.2 million bookings results in the need for an additional 8.4 million bed days of jail space per year, and beds are expensive to build. Dividing 8.4 million by 365 days results in 23,013.70 bed years. At an average of \$70,000 for construction of a bed, an increase of seven days in the Average Length of Stay would cost 1.6 billion dollars for construction of the extra beds.

Percentage of Non-Sentenced

In 1986, the percentage of inmates in jails who were non-sentenced was 47%. Since then, the percentage has gradually risen to 59% in 1995. Right now, based upon the 1997 data, the percentage is 58%. We will need a few more years of data to determine whether this percentage has peaked and will stay at around 58%, or whether it will continue to rise or decline.

Based upon the ten years of historical data, the percentage will continue to rise. If this prediction proves to be correct, it has several important implications for jail managers. First, non-sentenced inmates require more staff resources due to their court appearances and need to interact with their legal representatives. Second, the more beds occupied by non-sentenced inmates, the fewer the beds available for those who are sentenced (a large number of sentenced inmates are being released early due to lack of space, as already mentioned). Third, this trend might actually increase the Average Length of Stay because non-sentenced inmates charged with felony offenses (the percentage of whom is also on the rise) typically spend many more days in jail than the average of 23.7 days. For example, data from previous research ("Three Strikes, You're Out", BOC, 1996) suggests that inmates charged with a Third Strike spend an average of over 200 days in jail.

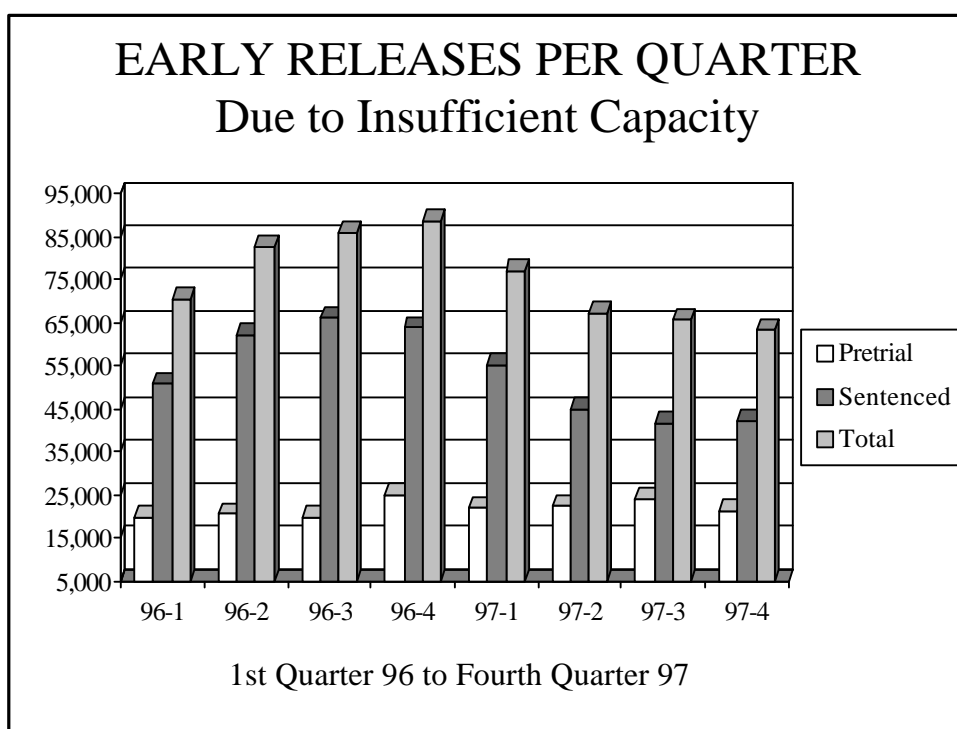
CHART VII



Early Releases by Quarter

One of the biggest concerns when we designed the new Jail Profile Survey was that the ADP was not a true indication of the need for space in local jail systems. Before jail crowding became an issue, the number of inmates in jails was probably a reasonable indication of the need. But during the 1980's, the jail population soared, and jails filled up. Court-ordered population caps were instituted for many facilities. Suddenly, we reached a space ceiling in terms of the number of inmates that could be housed. Therefore, we needed all the beds we had and more. The number of inmates actually housed was no longer a true indication of the need for space.

CHART VIII



Therefore, it stood to reason that by 1996, some people who would have previously gone to jail were cited out and released. In addition, some inmates served less time than was intended and were released early due to lack of space. The question was, "How many additional people would there be in jail if necessary space were available?" The response caused alarm. In the first quarter of 1996, reporting jurisdictions informed us that an average of 6,544 pre-trial people and 16,919 sentenced inmates were released each month due to insufficient space. For the 1996 calendar year, over 327,000 people in California had their jail time either eliminated or reduced due to lack of space!

By the last quarter of 1997, the pre-trial releases were still running 7,990 per month. However, the number of early releases of sentenced inmates was reduced slightly to 14,029 per month (for a

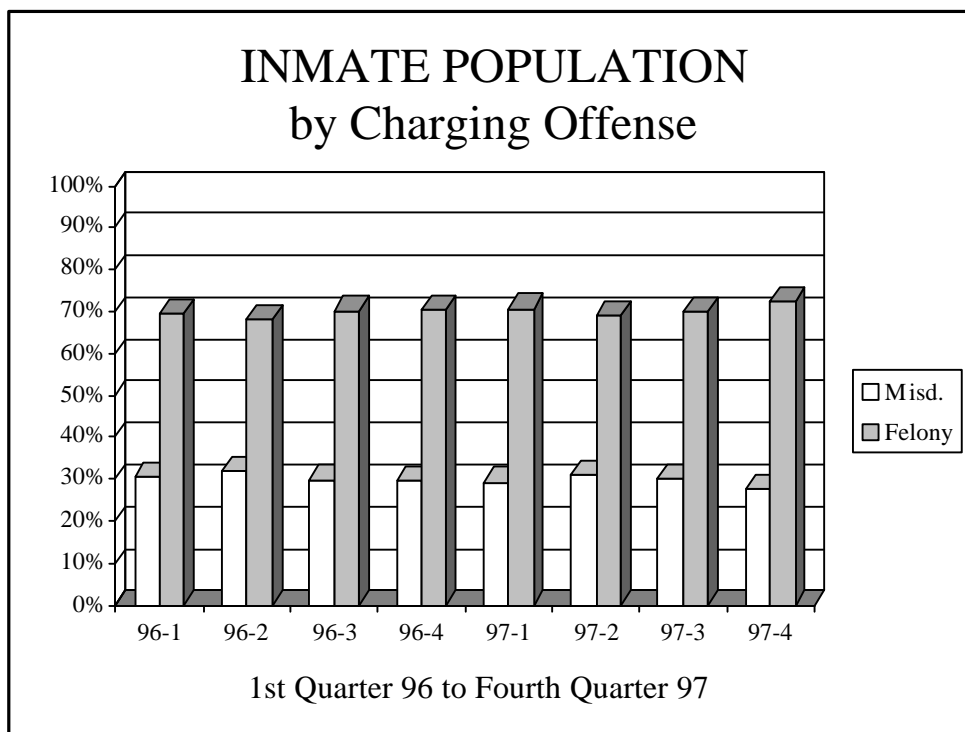
total of just over 275,000 people per year who had their jail time eliminated or reduced). While the reason for the decrease is unknown: a) the number is still alarmingly high; and b) the decrease is probably the major reason that the ADP increased by almost 5,000 inmates in 1997.

One possible scenario is that jail administrators, trying to deal with the continuing issue of crowding, developed release policies in the late 1980's to stave off the crises that would occur if they ran out of space for people who absolutely needed to be in jail. These policies might have created a flat spot in the ADP growth curve between 1989 and 1992. Now, the policies have reached the limit of their usefulness, and those who absolutely need to be in jail are being put there. As a result, ADP is on the rise once again and the crowding crisis is that much closer to becoming critical.

Inmate Population by Charging Offense

There has been a small but steady growth trend in the last eight quarters in the percentage of inmates with felony charges. Inmates with felony charges represented 69.5% in the first quarter of 1996, and the percentage reached 72.4% by the last quarter of 1997.

CHART IX

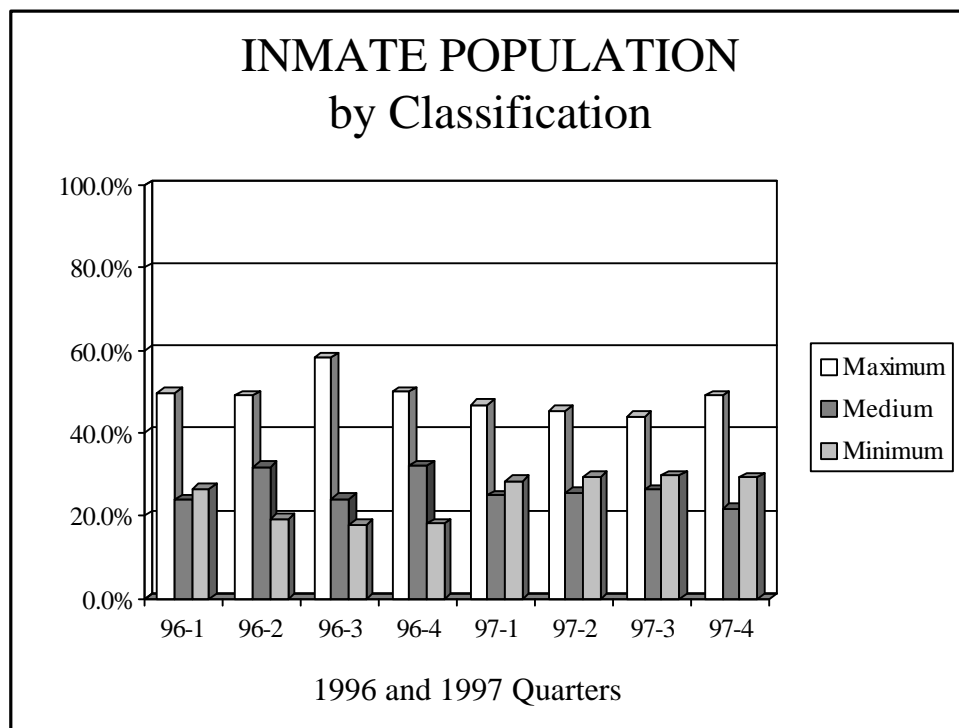


Our belief is that this percentage will continue to rise due to the lack of jail space, the priority for jail housing that must be given to inmates with felony charges, and the number of inmates who are cited out or released early due to lack of space.

Inmate Population by Classification

The percentage of inmates in maximum, medium, and minimum security housing classifications changes somewhat from quarter to quarter, although the percentages have stayed within fairly narrow ranges for the past two years. Until we understand the reason for the fluctuations, it is safest to pay attention to the overall averages. Over the past two years, more inmates were classified as requiring maximum security housing than medium or minimum-security housing. The average percentage of inmates requiring maximum security housing in 1996, was 51.8%, and in 1997, 46.3%. Over the last eight quarters, the percentage of inmates requiring medium and minimum security was about 25% each.

CHART X



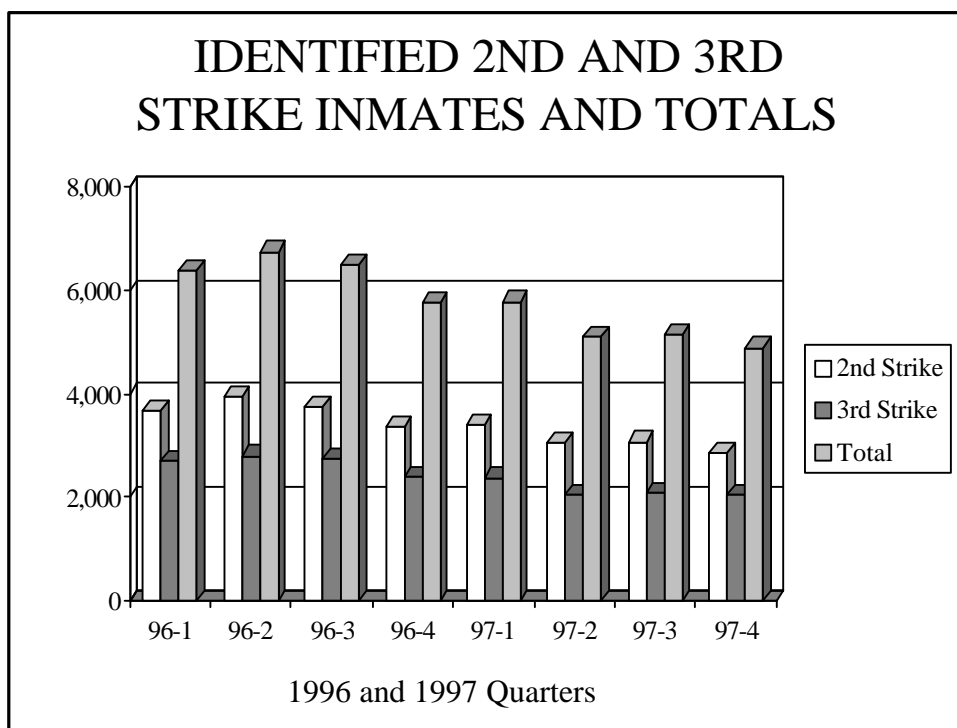
Having about half of the current inmates requiring maximum security obviously produces higher facility and operational costs than would be the case if the majority of inmates required lower security housing.

Identified 2nd and 3rd Strike Inmates

When the Three Strikes law went into effect, concerns were raised that the number of Two and Three Strike inmates would rise rapidly resulting in a number of problems for the entire criminal justice system including the jail system. In the first quarter of 1996, one year after the passage of the Three Strikes Law, there were already 6,370 inmates in jail with Two or Three Strikes (3,661 inmates with Two Strikes and 2,709 inmates with Three Strikes).

In the Fourth Quarter of 1997, we were informed by local jurisdictions that there were 4,892 Two and Three Strike inmates in their jails (2,853 inmates with Two Strikes and 2,039 inmates with Three Strikes). At this point, the fears about the effects of Three Strikes on the jail population have not been realized.

CHART XI

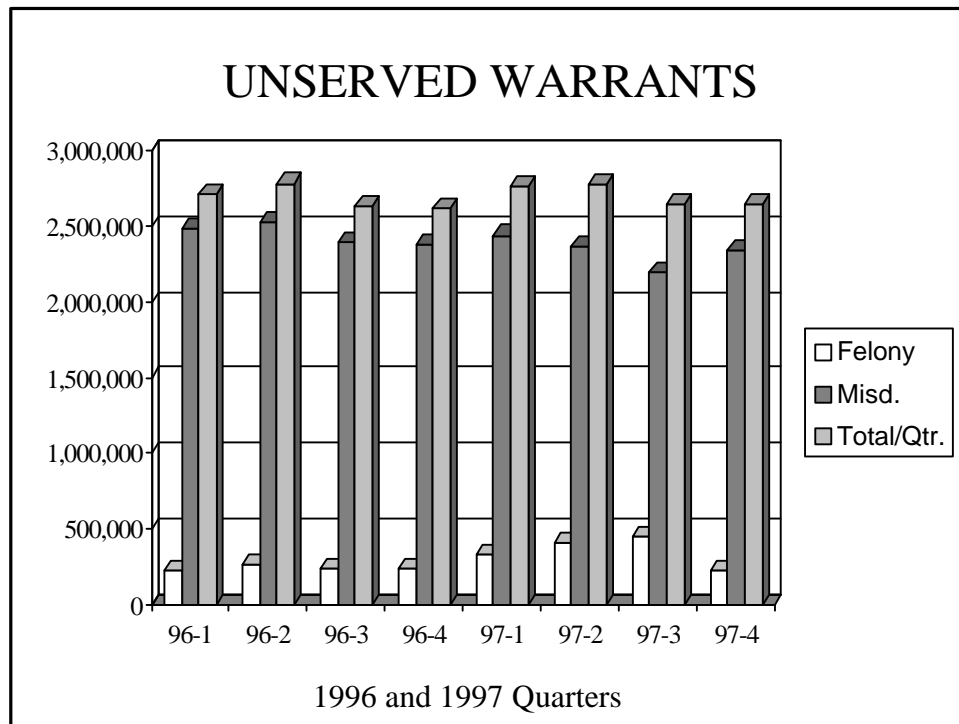


A cautionary note is appropriate here. At the beginning of 1996, some jurisdictions were having difficulty getting information about Two and Three Strike inmates. It is possible that our numbers in the beginning were estimates and inadvertently inflated. Since the second quarter of 1997, the totals for Two and Three Strike inmates from quarter to quarter have been stable.

Unserved Warrants

There are currently more than 2.6 million unserved warrants in California (2,338,846 misdemeanors and 231,715 felonies). While the number has been reduced from a total of 2,707,404 in the first quarter of 1996, there is still an alarmingly high number of unserved warrants. Obviously, if by some miracle, all those warrants were served in the near future, there would not be anywhere near the amount of jail space necessary to house the new inmates.

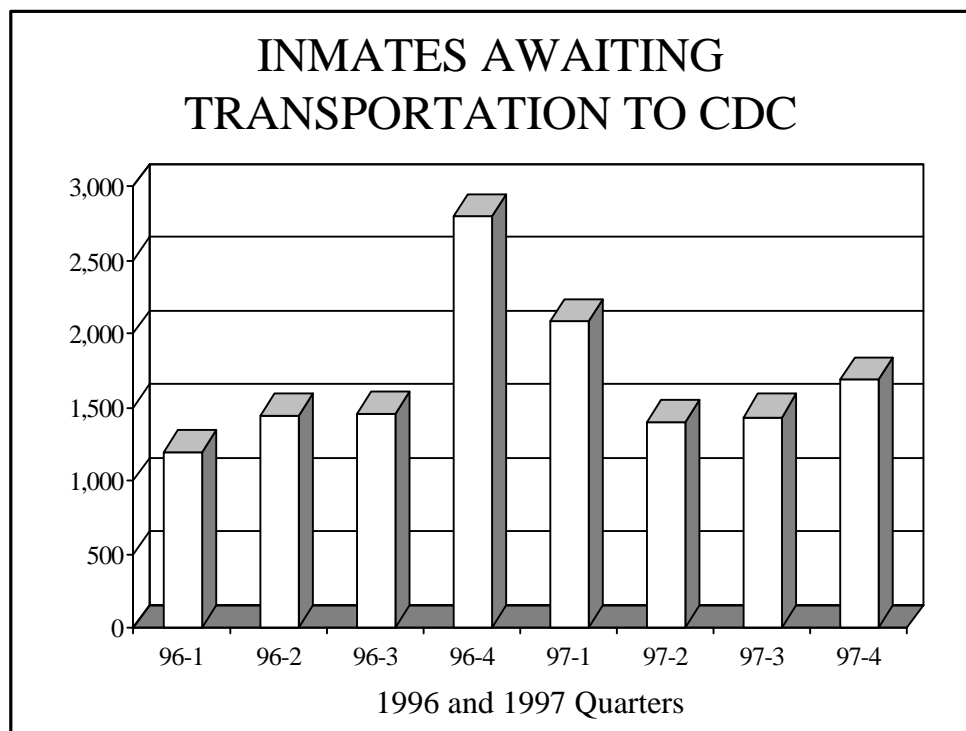
CHART XII



Inmates Awaiting Transportation

When trying to assess the impact of the number of inmates on a jail system, one has to take into account all the inmates, including those who are the responsibility of other jurisdictions. One of the categories of inmates that we were interested in counting was those inmates who are taking up jail space awaiting transportation to the California Department of Corrections (CDC). This number varies; however, the ADP of such inmates is about 1,700. In other words, on any given day in California jails in 1996 and 1997, there were about 1,700 inmates who were being housed, who were the responsibility of CDC, and who were awaiting transport out of the local facility.

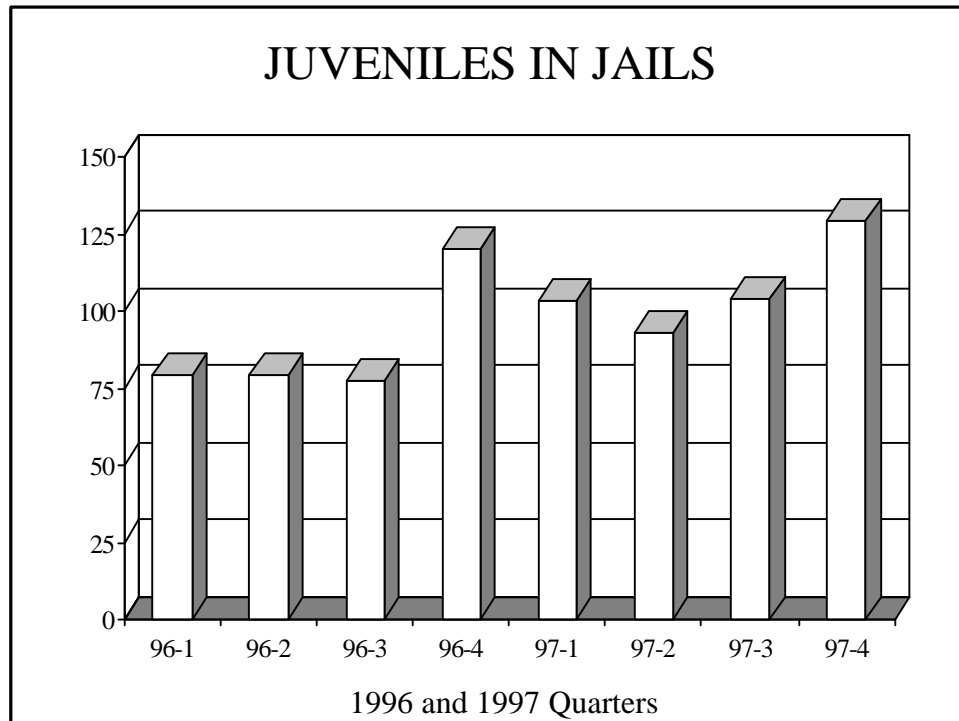
CHART XIII



Juveniles in Jails

Because of the increase in violent crimes committed by juveniles and current changes in the laws, it is not uncommon for juveniles to be sent to adult institutions. It is important to track this trend, because having juveniles in adult institutions has many implications for jail management in terms of space, design of facilities, staff resources, inmate safety, and programs.

CHART XIV

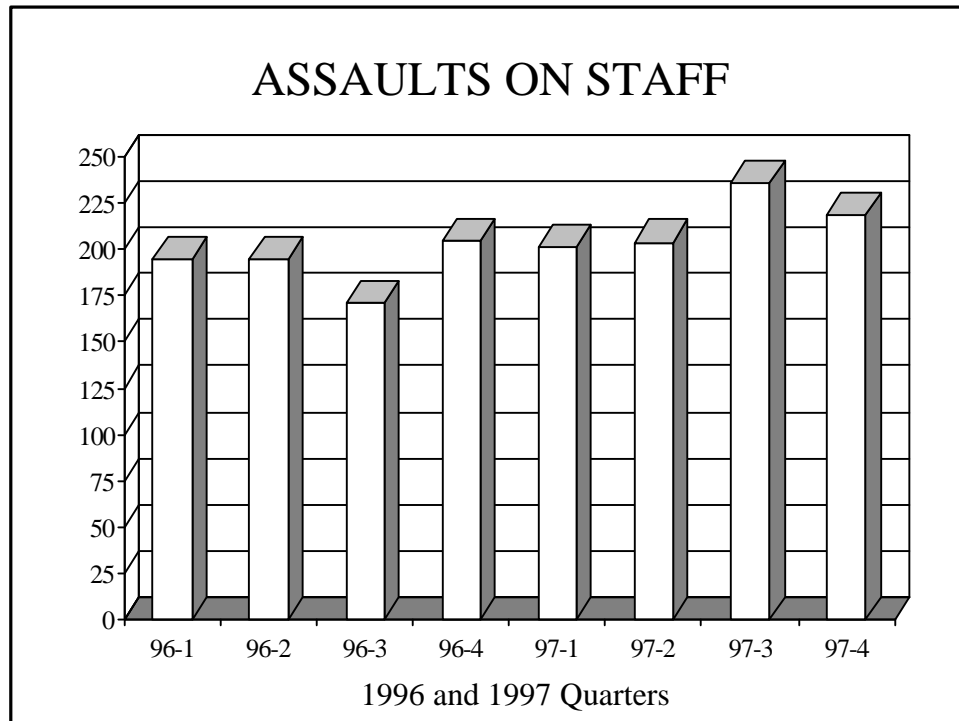


The number of juveniles in jails varies from quarter to quarter. During 1996 and 1997, the highest number was 129 and the lowest was 77 (the average was about 100). While this is still a relatively small number, we need to continue to track this issue due to the seriousness of its potential impact on jail systems.

Assaults on Staff

One of the concerns associated with the Three Strikes Law is that it would take away any incentive on the part of convicted offenders to act in a responsible manner. They would have nothing to lose. As a result, they might cause more problems for correctional personnel and present more of a threat to them in the form of physical assaults.

CHART XV



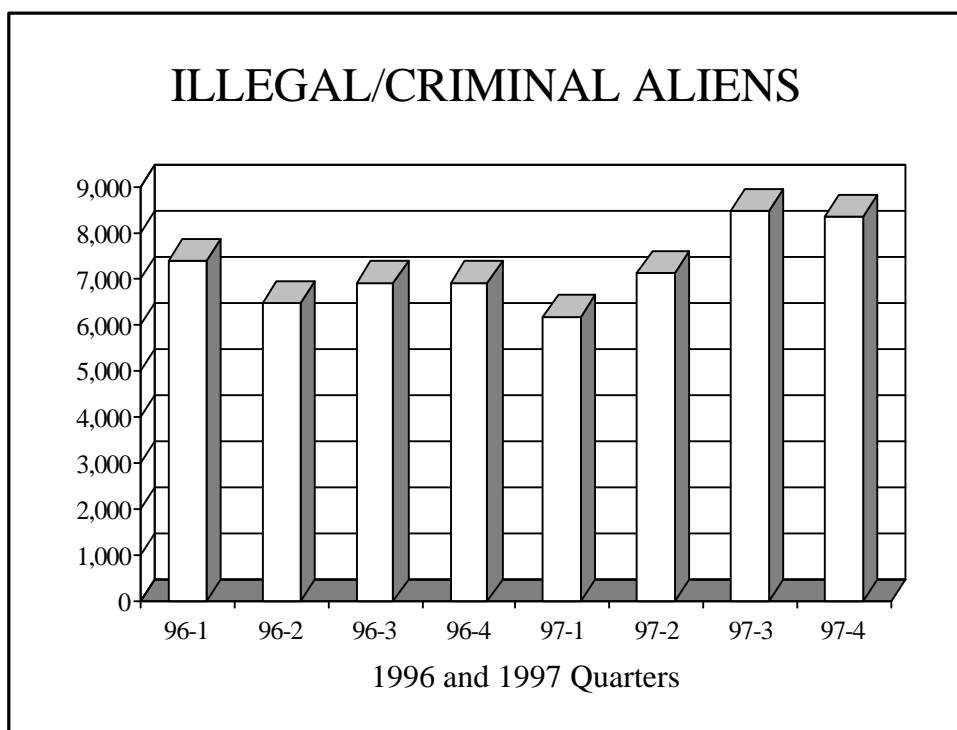
The average number of assaults on staff for the eight quarters for which we have been collecting data is 203 (per quarter). The average number in 1996 was 192, and the average number in 1997 was 215. While these results appear to validate the fear mentioned above, it is probably too early to draw such conclusions and make predictions. Nevertheless, any significant rise in the number of inmate assaults on staff must be closely watched.

Illegal/Criminal Aliens

It has long been known that illegal/criminal aliens are a significant drain on our jail resources. Trying to quantify the extent of the problem, however, has been difficult. Identifying whether or not individuals booked into a jail are in this country legally is often difficult.

To resolve this issue to date, we asked agencies that have some basis for estimating the percentage of illegal/criminal aliens (in the form of any local study or local data that they have at their disposal) to do so. Those jurisdictions that believe they have sufficient data to make a reasonably accurate estimate represent approximately 84% of the State's ADP.

CHART XVI

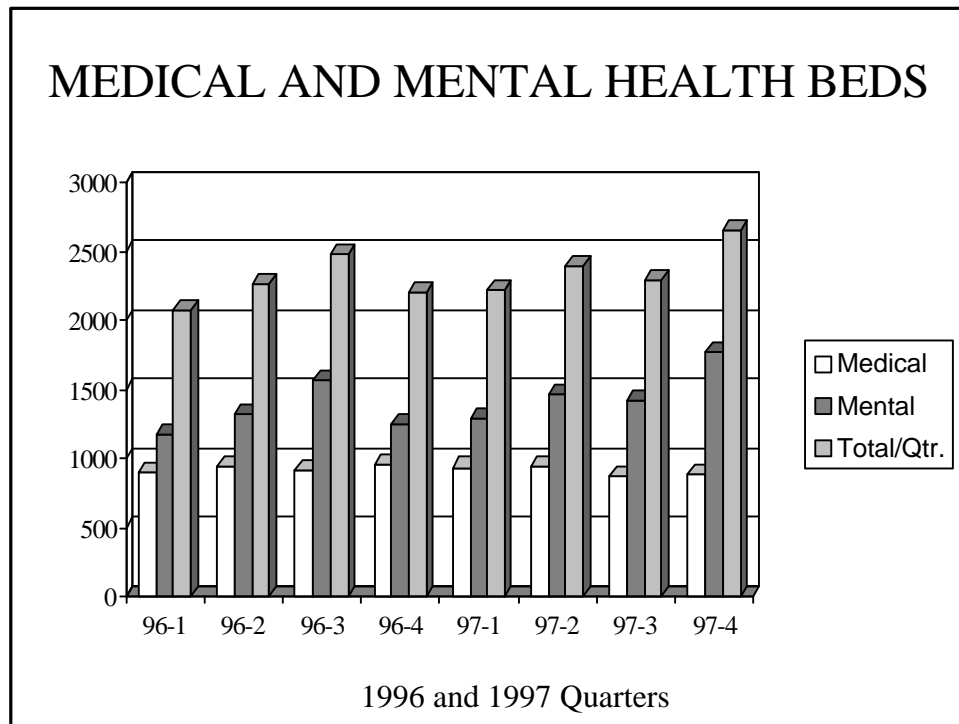


The average number of illegal/criminal aliens in California jails is about 7,240, which is about 9.7% of the total ADP for the last two years. In other words, about 10% of our jail system resources are being spent to house inmates who have no legal right to be in this country. Without this 10% burden, we would be much closer to having the corrections resources necessary to address the needs of the State of California. Furthermore, the overall number of illegal/criminal aliens appears to be on the rise. The average number of illegal/criminal aliens in California jails was 6,933 (9.6% of the total ADP) in 1996, and 7,553 (9.9% of the total ADP) in 1997.

Medical and Mental Health Beds

Inmates who are sufficiently physically or mentally ill to require special housing are obviously more expensive to house than healthy inmates. Therefore, tracking the number of inmates requiring medical or mental health beds is important.

CHART XVII



The number of medical beds has remained fairly constant during 1996 and 1997 (900 beds in the first quarter of 1996 and 884 in the last quarter of 1997). However, the number of mental health beds has increased dramatically (1,177 in the first quarter of 1996 and 1,772 in the last quarter of 1997).

As of the most recent data gathering (the fourth quarter of 1997), the total number of medical and mental health beds was 2,656.